

FAIRDALE NEIGHBORHOOD PLAN



Who was involved?

Date adopted: November 21st, 2006

In 2004, Louisville Metro Mayor Jerry Abramson created a Task Force made up of residents and business owners from the Fairdale community to work with the Louisville Metro Department of Planning and Design Services staff and private consultants to help in developing this neighborhood plan.

Members of this committee included:

Carol Avis
James Caskey, Jr.
G. David Carty
Linda Duncan
Clyde Elzy
Larry Hicks
David Hutchison
Theodore Longacre
William Nichols
Reginald Paschal
David Rhodes
Fr. Bob Ray
Donald Wittry

Department of Planning and Design Services
Kendal Baker, AICP
Christopher French, AICP
Steven Sizemore

BTM Engineering, Inc
Phillip C. Bills, AICP
Michael Hill, AICP
Julie Donan
Todd Schartung

The Metro Council 13th District representatives, **Ron Weston and Vicki Welch**, provided substantial input and assistance in the development of the plan with the help of **Steve Clark**, the District Legislative Assistant.

BTM Engineering, Inc. was hired as the consultant in the creation of this document.



BTM Engineering, Inc
3001 Taylor Springs Drive
Louisville, KY 40220

Cornerstone 2020 Vision Statement

In our vision of 2020, Louisville and Jefferson County is a community widely recognized for its high quality of life, sense of tradition and competitive spirit. Our children have inherited a livable, vibrant and economically diverse community. We have clearly recognized that the quality of life depends upon continued success in the economic marketplace and an ongoing commitment to the conservation of environmental resources which define our heritage and enhance the livability of our community.

Community residents share a sense of place and take great pride in their established and emerging neighborhoods which are culturally and economically diverse. Residents are proud of their differences in heritage and culture. Economic and educational opportunities are available to all residents, in every neighborhood. Every neighborhood is a safe place to live.

The community enjoys a rich fabric of urban and suburban areas, interwoven with environmental resources, accessible parks, open space and the Ohio River Corridor, all representing a heritage of natural beauty. A multi-modal transportation system serves and ties together the entire community. Unified government services enhance the ability of the community to speak with a single voice in matters related to the investment of human, environmental and capital resources.

The Cornerstone 2020 Vision for Louisville and Jefferson County is nothing less than the best of the past merged with the best of the future, creating a community where all residents can grow and prosper.





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I. INTRODUCTION

Neighborhood Plans are recognized by the Louisville Metro Department of Planning and Design Services and the Metro Council as key to dealing with growth in the Louisville Metro area and its subsequent effect on surrounding communities.

The Fairdale Neighborhood Plan is intended to serve as a tool for local decision makers to better understand what's going on in the community and plan for its future. It should also help guide development, make the best use of resources, and encourage healthy growth.

Background / Purpose

Fairdale is located in southern Jefferson County, south of the Gene Snyder Freeway (I-265). It is a part of Louisville Metro but not an incorporated community, however, within the study area is the Sixth Class City of Hollyvilla. The community is served by two interchanges with I-265, National Turnpike and New Cut Road. The study area (Map 1) is generally bounded by I-265 on the north, the Jefferson Memorial Forest on the South, Keys Ferry Road on the west and the hillsides at the end of Granger Road to the east.

The area has experienced substantial growth in new single and multi-family housing (both rental and condominium). Fairdale should be considered a true "village" because of the land uses immediately surrounding the main Village Center. These include; schools, parks, the library, the Playtorium, neighborhood oriented commercial and office uses, among others.

The ideas, strategies and objectives in this plan were developed through cooperation between residents, property owners, community and government leaders as well as infrastructure/utility officials. Input from these individuals was crucial in the compiling, editing and finalizing of this document.

This neighborhood plan will serve as a supplement to the Louisville Metro Cornerstone 2020 Comprehensive Plan and may be considered a Small Area Study or a detailed appendix to the Comprehensive Plan. This plan should be reviewed every five years to ensure an effective and realistic planning process.

Process Overview

Neighborhood Planning in Louisville Metro follows procedures established by the Metro Council in the Code of Ordinances, Title XV, Chapter 161, Neighborhood Development Plans and further outlined in the Neighborhood Planning Guidebook adopted in June, 2005. The Louisville Metro Department of Planning and Design Services (DPDS) administers the preparation of the neighborhood plans and works with consultants and Neighborhood Steering Committees to prepare the documents.

The plan must contain certain basic elements and may contain additional optional elements if the neighborhood feels they are appropriate. The required elements include: 1) neighborhood identity, 2) vision statement, 3) land use / community form component, 4) mobility component, 5) plan implementation section and 6) executive summary. The optional sections may discuss elements unique to the specific area being studied.

The Fairdale planning process began in 2004 with the selection of the planning consultant, BTM Engineering, Inc. The consultant met with staff members of Planning and Design Services and Metro Councilman Ron Weston of District 13. Mayor Jerry Abramson then appointed the Fairdale Neighborhood Plan Task Force. The members included representatives from neighborhood and business groups representing the area. The Task Force met with the consultant on many occasions and provided local knowledge, ideas and concerns as well as helped guide the consultant in the preparation of the final document.

During a series of Task Force and neighborhood-wide meetings, individuals throughout the area met with planners, urban designers and other local professionals to provide input, present ideas and valuable information. This input was crucial in the development of the history of Fairdale, the "vision" statement, and the goals and objectives. These sections make up the bulk of this plan.

Neighborhood Plan Meetings

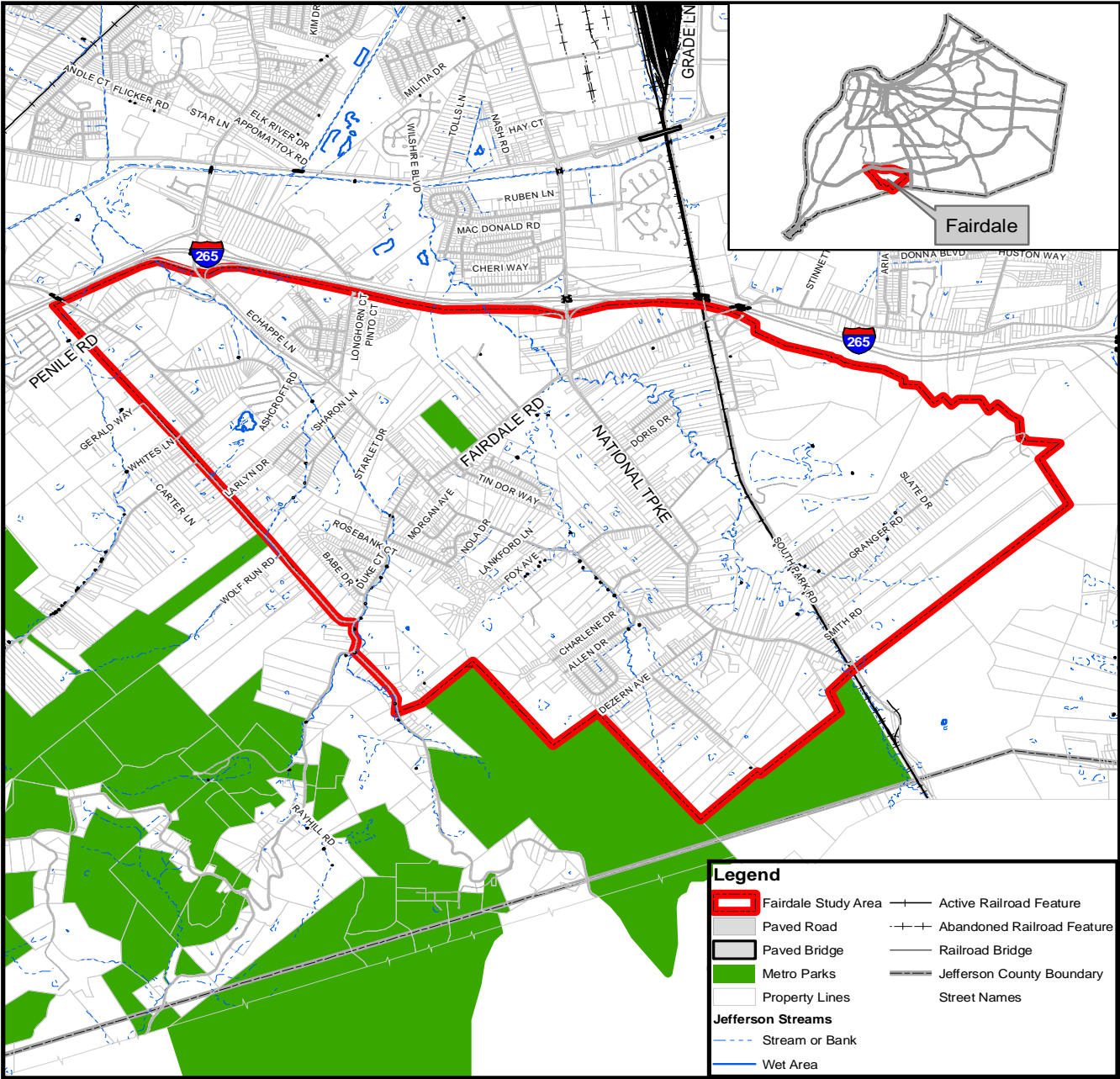
- Task Force Meetings, Dates: September 9, 2004; October 5, 2004; January 25, 2005; July 27, 2005; September 13, 2005; October 11, 2005; November 8, 2005; December 13, 2005, June 20, 2006.
- Design Group Meetings, Dates: March 29, 2005; May 26, 2005.
- Community Meetings: April 24, 2005; August 3, 2006.

The initial step in the plan development involved conducting an inventory, analysis of the community and determining the boundaries of the study area. The DPDS staff and the consultant toured the area examining important and significant features to consider in establishing the study area boundary. These issues were presented to the Steering Committee and the final study area was established as shown on page 2. Additional background research was conducted by the consultant to establish population, housing, land use, transportation and other characteristics of the study area. This information was utilized in establishing the areas of concern to the community.

This information was compiled to prepare maps and other exhibits for analyzing development trends and limitations in the Fairdale community. Maps depicting the Form Districts, Land Use, Zoning and Topography / Site Constraints are found in the Appendix of this document.

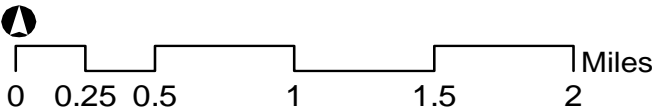


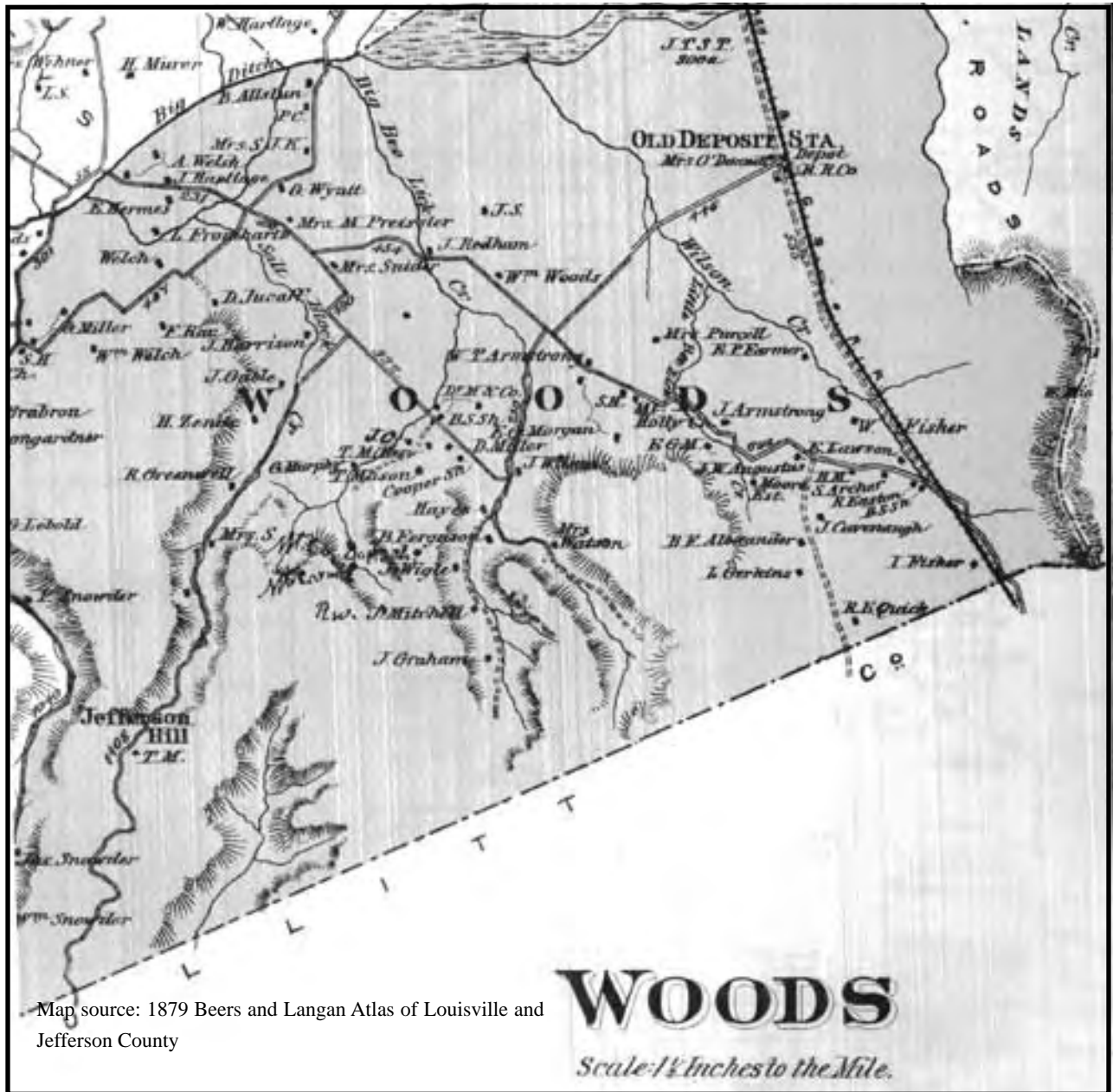
Neighborhood Plan Study Area



Fairdale Neighborhood Plan

Study Area





Fairdale Area - 1879





FAIRDALE'S VISION STATEMENT

In the year 2020 Fairdale has a true village feel and atmosphere, serving as the gateway to the Jefferson Memorial Forest. The outlying village area will consist of residences designed to complement the rural and scenic areas surrounding the forest. New developments will exhibit innovative design features in order to preserve and enhance the rural character, protect the sensitive environmental features and to protect the unique open space areas found in this part of Metro Louisville. The defined village center of Fairdale creates the heart of the village. The Village Center includes a mixture of commercial, office, residential, schools and other neighborhood supporting uses within easy walking distances to most residents. A supportive transportation system provides sufficient access for parking, while providing for an attractive and safe pedestrian and bicycle friendly environment through linking recreational trails, walking paths and sidewalks to all residents and visitors alike. The community, by capitalizing on these assets and its location will offer the essential elements for maintaining and enhancing the quality of life for current and future generations.

NEIGHBORHOOD IDENTITY

History

Fairdale is a rural/suburban community composed primarily of residential and small agricultural land uses. The history of the community dates back over 200 years, while the name "Fairdale" was established in 1910.

Industry in Fairdale has changed substantially since its founding. The first "industry" in the community was a salt lick established in the late 1700s and remained in business until 1830. Today, the limited manufacturing base consists mostly of the production of construction materials, the warehouse and distribution facilities as well as metal fabrications. The service economy relies on sales and office work. The production and transportation industries play a fairly large role in the Fairdale economy. The farming community is still active in the area, producing agricultural crops and raising livestock.

Historically, the area has maintained a rural character, but is seeing more development as outward pressures from Metro Louisville continue to change and shape the Fairdale landscape. The community provides the only commercial services adjacent to the Jefferson Memorial Forest (south of the study area). The Memorial Forest is a 6,000 acre (approximately) recreational area owned by Louisville Metro government.

Louisville Metro Parks Department is developing a plan for future

preservation, expansion and development of the forest. The residents of Fairdale should look to the forest as an attractive way to bring in more tourist dollars for local businesses.

A large part of the study area is rural residential. The Village Center and along National Turnpike provides a limited base of neighborhood commercial services. Compared to other similar communities in Jefferson County, the Fairdale area is lacking an assortment of neighborhood serving businesses. The limited uses include a grocery, post office, hardware store and similar businesses. A greater variety of neighborhood uses will develop as the number of residents in the area grows.

Demographics

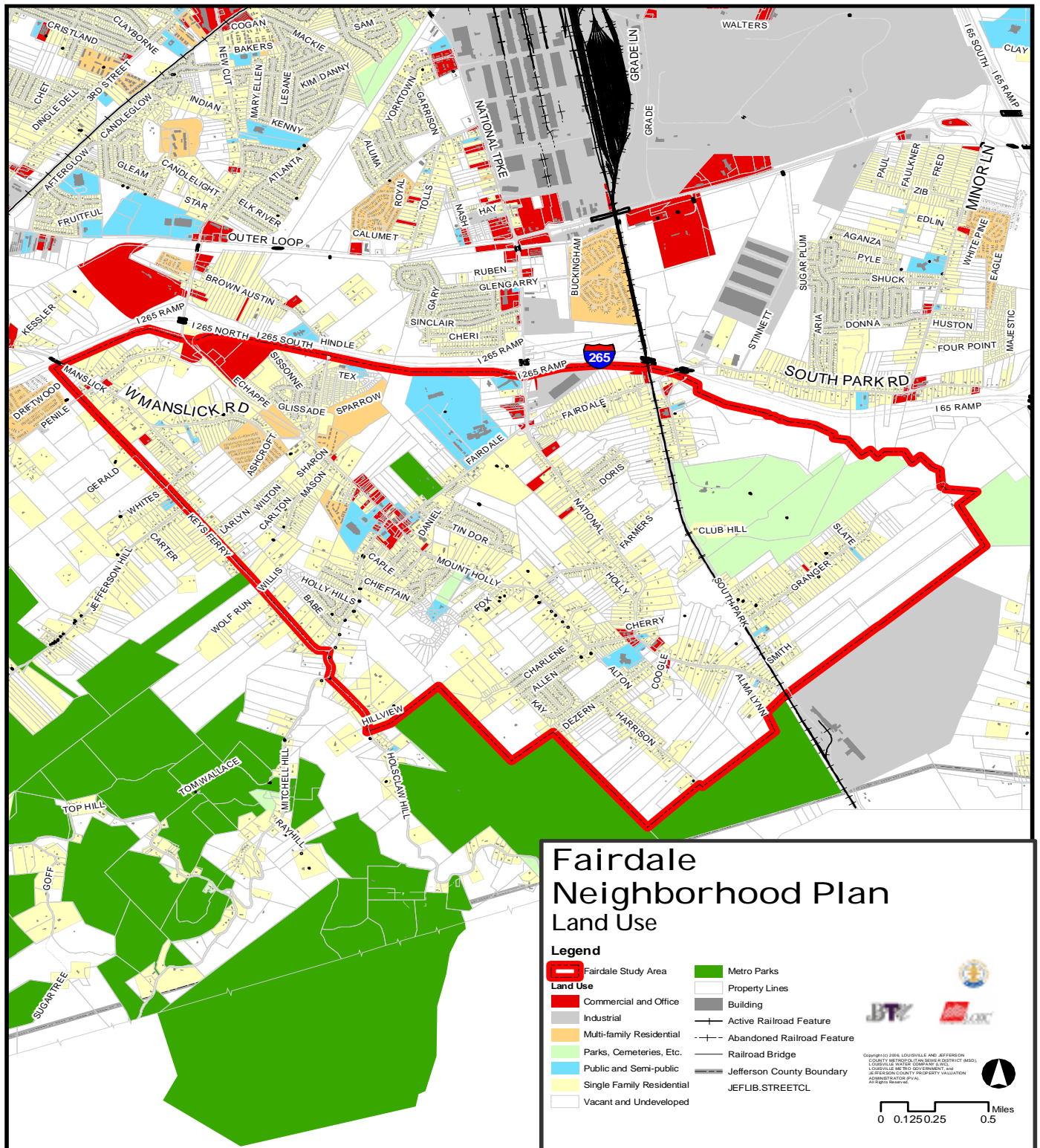
The Fairdale community has continued to grow in population since 1970. This growth is likely due to two factors: 1) the construction of the Gene Snyder Freeway (I-265) and 2) the extension of sewer service to the area. The extension of these and other utilities has allowed for greater density in living units and smaller parcel sizes.

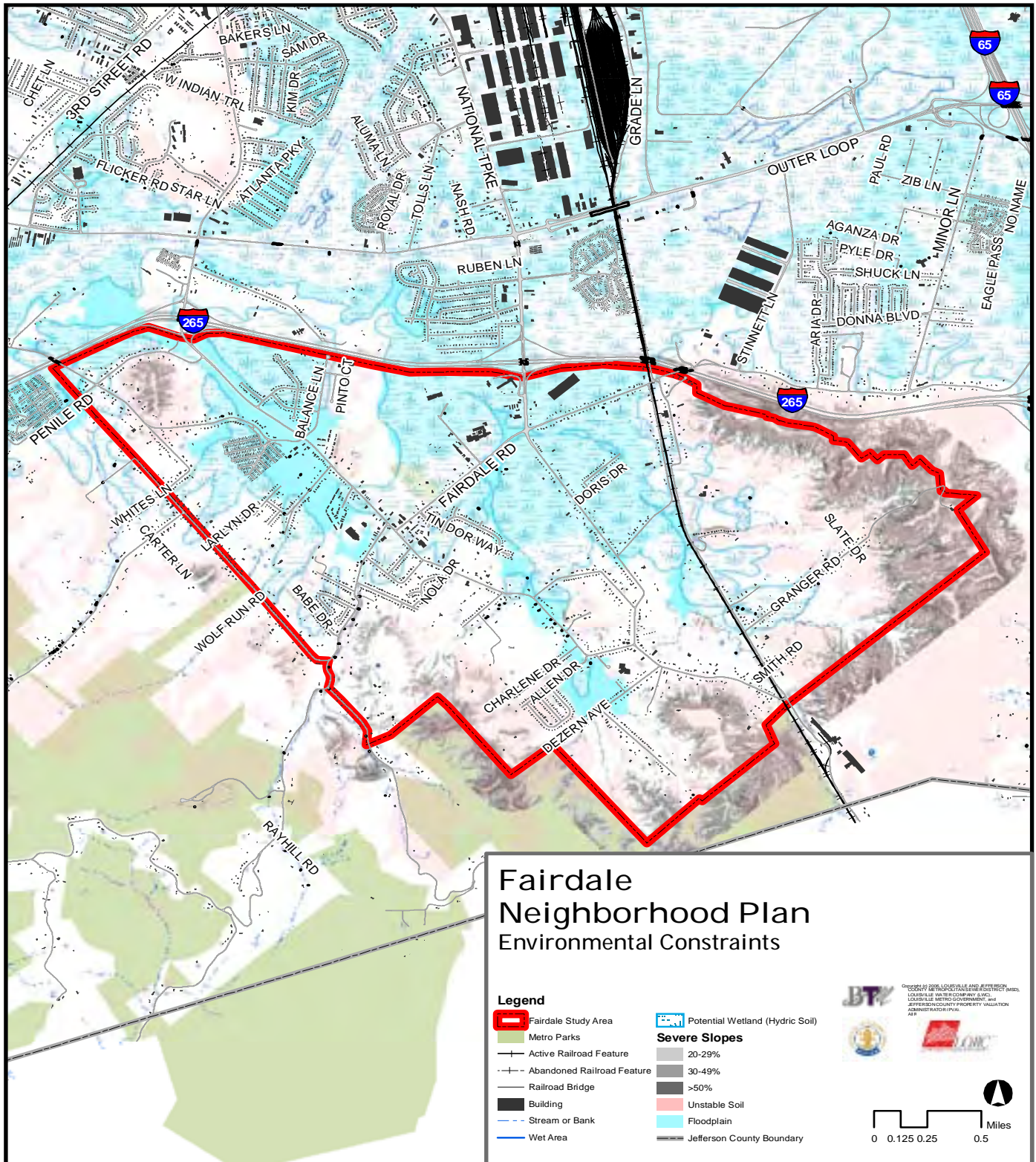
The population of the study area can be measured two different ways according to the United States Census Bureau. The "Census Designated Place" known as Fairdale, which includes portions of the study area along with an area north of I-265, experienced a population increase of 16.6% between 1990 and 2000. Census tracts 120.01 and 120.02, which include the entire study area, an area to the north of I-265 and areas to the south and east of the study area, experienced a growth rate of 10.2% during this same period. Both calculations illustrate a significant growth rate in the Fairdale area, especially when compared with a 4.3% increase in Jefferson County and a 7.6% increase for the Louisville Metropolitan Statistical Area. If Fairdale continues to grow at this rate, there will be a greater demand for housing and support services.

The areas of greatest density are located in newer subdivision developments within a one-mile radius of Fairdale's Village Center. The increasing number of subdivisions along with increased population density will allow Fairdale to support greater economic growth and a variety of retail and commercial businesses. This growth will also cause changes in identity and increasing complexity in planning decisions.

Neighborhood Characteristics

Fairdale is one of the many diverse neighborhoods comprising the Louisville Metro community. These many neighborhoods create the strength of the metro area. The Vision Statement of the Cornerstone 2020 Comprehensive Plan notes that Louisville is "widely recognized for its high quality of life, sense of tradition and competitive spirit." Part of this quality is the diversity of the community. Portions of the area are intensely urban while other areas offer a more rural living environment. Fairdale is recognized as a Village Form Area by Cornerstone 2020. The village is intended to recognize rural communities with farmland or open space at the edge. Village Centers have neighborhood level shops, services and civic space.







The residents of the Fairdale neighborhood have offered their ideas for the vision of the future growth and development of the community. Areas of concern for the future growth of the community include: community design, housing, natural environment, commercial and community services, among others.

The residents want improvements in the design of the community through the redevelopment of the village center of Fairdale. The community would like to see changes in the appearance of the village center with improved store fronts, parking, pedestrian and vehicular access, traffic flow and the creation of a unique center around a community feature such as a “village square” or park. Continued development of pedestrian access, streetscape improvements and additional housing opportunities are desired in the village center.

The community leaders envision Fairdale becoming the gateway to the Jefferson Memorial Forest, a major part of the Metro Parks system. The planned development of the 100 mile bike / hike loop trail connecting the parks and public spaces in the Metro area will bring more visitors to the forest and through Fairdale. The community envisions a parkway reaching from Iroquois Park through the village center into the Forest. This parkway would not only provide vehicular access to the forest but also a defined bikeway connection. The community would like to see more businesses catering to the visitors to the forest. (See Map on page 13)

The community is impacted by environmental constraints including floodplains and wetlands. These limitations, however, can be utilized in creating a diverse and pleasant living environment. The community wishes to ensure protection of the wetlands and improvement in the maintenance of streams such as Bee Lick Creek. The residents want to encourage improvement of other drainage facilities enhancing the appearance of the community and ensure proper drainage, thus minimizing flooding.

LAND USE/COMMUNITY FORM COMPONENTS

Existing Conditions /Land Use Analysis

Existing Land Use Map (Page 6)

The predominant current land use within the study area is residential. This trend reflects the continued development investment in single-family residential sites. Though few, nonresidential land uses tend to be concentrated at principle intersections such as the I-265 interchanges with New Cut Road and National Turnpike. Other non-residential uses are concentrated in the village center. However, much of the land remains undeveloped, particularly in the areas in close proximity to the forest. Environmental constraints will continue to determine the extent of developed land in Fairdale.

The lack of sanitary sewers and a wastewater treatment facility previously limited development of residential areas and businesses offering significant employment opportunities in the area. The poor soils in the area limit the use of septic systems as an alternative method of wastewater treatment. This limitation has now been resolved and the availability of sewers has led to the development of subdivisions, condominium and apartment developments. As the population increases the demand will grow for more commercial and service uses.

Residential Uses - The primary residential uses are single-family detached homes. In the past there has been limited development of subdivisions and many homes were situated in rural, semi-rural situations. Development has expanded because of the recent construction of a sanitary sewer collection system and improved water distribution systems. New single-family subdivisions are being developed in the study area with a mixture of price ranges available to residents.

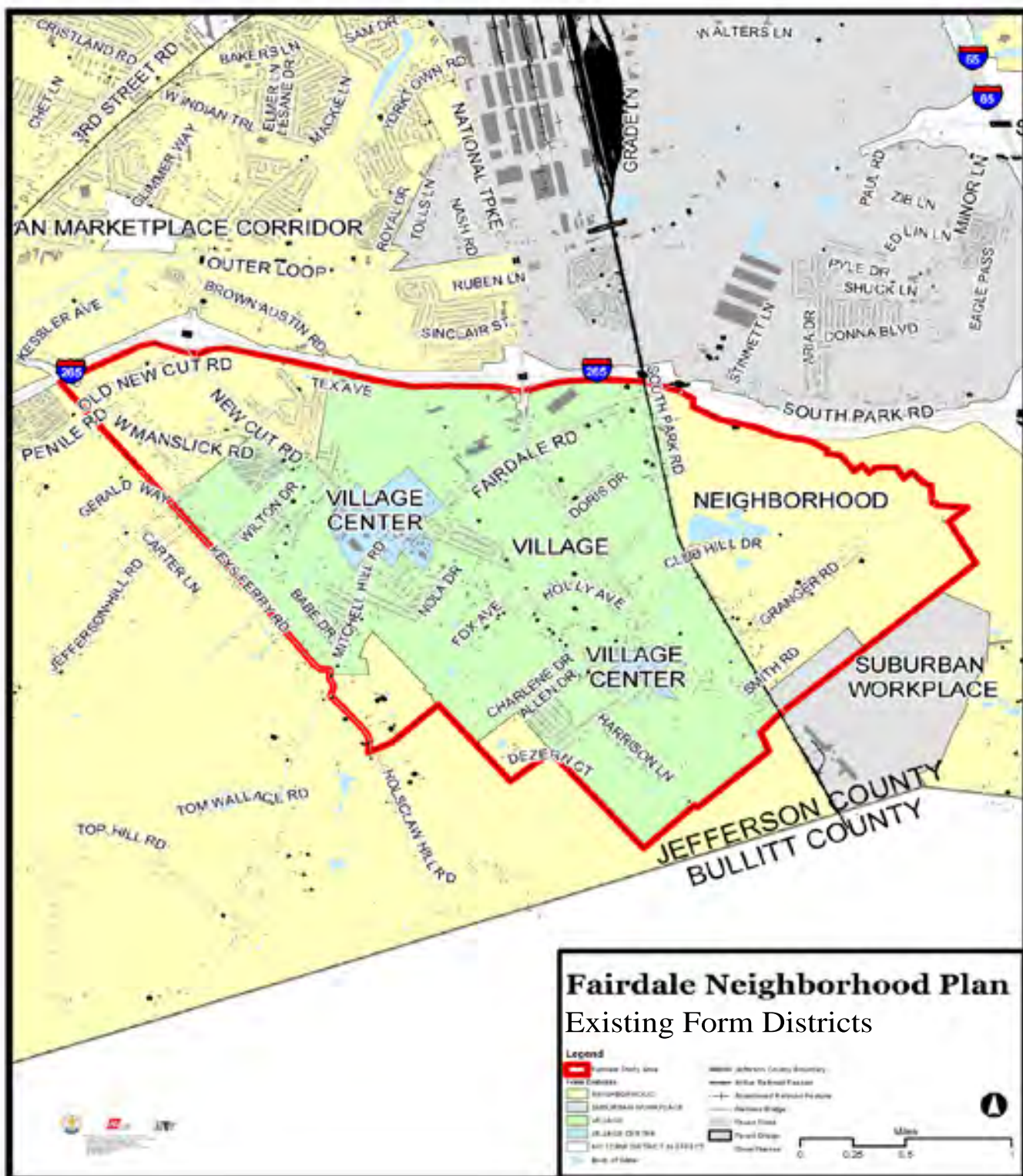
New multi-family communities including apartments and condominium housing are being developed. The condominium developments are located in the northern area of the community near I-265 and offer an affordable form of home ownership. Several mobile home parks exist within the community.

Commercial or Business Cores - Commercial and non-residential uses are concentrated in the Village Center Form Districts and adjacent to the Snyder Freeway. Two of these cores are in the Village Center Form Districts. One other area zoned commercial is located at the New Cut Road corridor between Outer Loop and the Gene Snyder Freeway, north of the study area.

Industrial Uses - The areas zoned and used for industrial purposes are located along the Gene Snyder Freeway, between the CSX Railroad tracks on the east and National Turnpike on the west. The South Park Business Center and the Pro-Logis warehouse center are these two facilities. The South Park site has a limited amount of area that could be developed for industrial purposes. There is vacant land at the Pro-Logis site, which is zoned CM, a commercial and industrial classification.

A strip of land between the CSX railroad and South Park Road is also zoned for industrial uses. This area has mixed uses including single-family residential and industrial and construction businesses. The industrial uses include metal fabrication businesses.

The area just north of Fairdale Road between the CSX Railroad and National Turnpike is split between residential zoning along the roadway and industrial zoning at the rear. This area is occupied primarily by single-family homes. Some residences have businesses located on the properties. A field and map examination of these businesses indicates that the businesses are not located in the industrial zoning classification, but rather in the residential area.





Topography/Environmental Limitations/ Soils

Environmental Constraints Map (Page 7)

The Fairdale area is the most diverse natural area in the Louisville Metro area. It contains significant areas of woodlands, agricultural areas, steep hillsides, floodplains, and poorly drained soils with wetland characteristics. The area is home to a wide variety of wildlife because of these characteristics.

The study area is located within the Pond Creek Watershed. Core Graphic 9 of Cornerstone 2020 cites the areas parallel to the Snyder Freeway (I-265) as the only areas of noise concerns. The Land Development Code establishes standards for residential setbacks and buffers along this corridor. The Fairdale community is also impacted by aircraft noise from Louisville International Airport. The west runway is located 2.8 miles north of the study area. Aircraft noise from the passenger and air freight operations can impact the study area.

The single most significant group of features impacting the Fairdale community are the environmental constraints highlighted in Core Graphic 5. There are significant areas impacted by floodplains, steep slopes, hydric and unstable soils. These features can limit future development in the area. The **Environmental Constraints Map** (Page 7) depicts, in more detail, several critical soil and environmental conditions in the Fairdale community.

The primary soils in the study area (according to the 1962 Jefferson County Soil Survey performed by the USDA) are of the Zipp-Robertsville association in the north, and the Westmoreland-Litz-Muskingum association in the south. The Zipp-Robertsville association is generally characterized as “poorly drained soils of the slack-water flats.” The Westmoreland-Litz-Muskingum association is generally characterized as “steep, shallow soils on the Knob Hills and sloping, colluvial soils on foot slopes.”

The environmental limitations resulting from the poor soils and floodplain areas have a significant impact on the development potential of the Fairdale area. The Northwest portion of the Village Center area is located within the 100 year floodplain. The area north of the Fairdale High School is also within the floodplain. Any new construction in this area must meet the floodplain ordinances. The existence of hydric soils may also limit future development within the study area. The areas impacted by these features will most likely remain undeveloped. Existing structures may not be expanded unless they conform to the floodplain regulations. There are significant areas of land impacted by floodplain.

The flat, poorly drained areas in the northern part of Fairdale have resulted in the wetland soils developing over time. This, in the northern part of Fairdale, is in contrast to the steep slopes on the south east and west sides of the study area. While this is a factor limiting development it also enhances the character of Fairdale. The forest land within the study area and the adjacent Jefferson Memorial Forest provide an enhancement to the living environment of the area.

All new development should follow Best Management Practices in construction and site development activities. These practices will minimize any adverse impacts on the environment through the use of drainage, erosion and silt control measures. The development of silt control basins for use during construction would minimize siltation of existing streams, thereby, reducing the adverse impact on the natural environment. Silt and other pollutants flowing uncontrolled into the streams adversely affects fish, wildlife and vegetation along the streams.

Community Form Analysis

Community Form Districts Form District Map Page 9

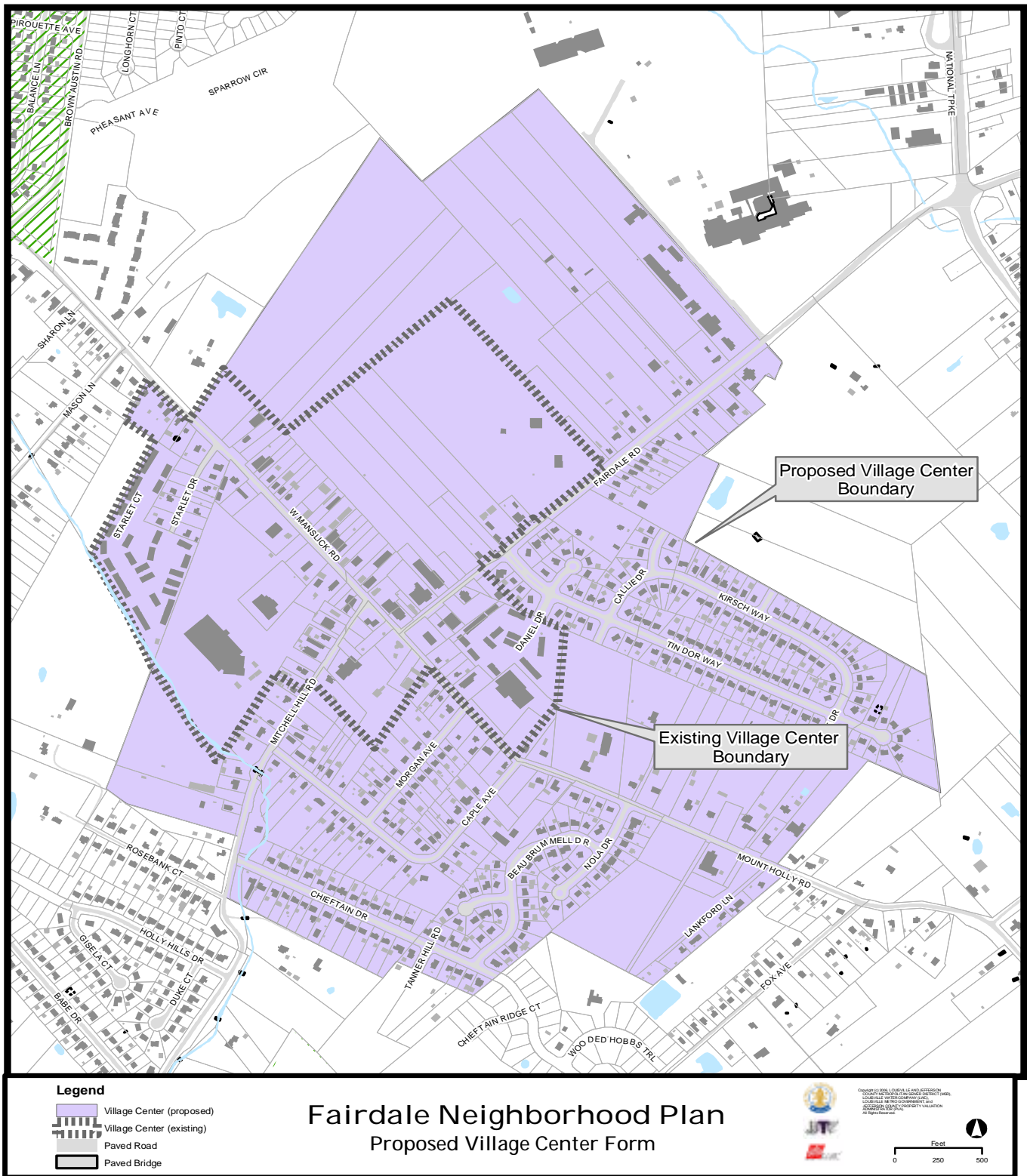
Village communities are characterized by a wide range of population densities and housing types, along with varying street patterns and other rural village features. In the Village Center, on-street parking is encouraged, along with sidewalks extending into surrounding neighborhoods. Neighborhood serving businesses are encouraged to serve these areas. Other land uses and features that enhance village areas include; parks and open spaces, schools. These features enhance life in the village areas.

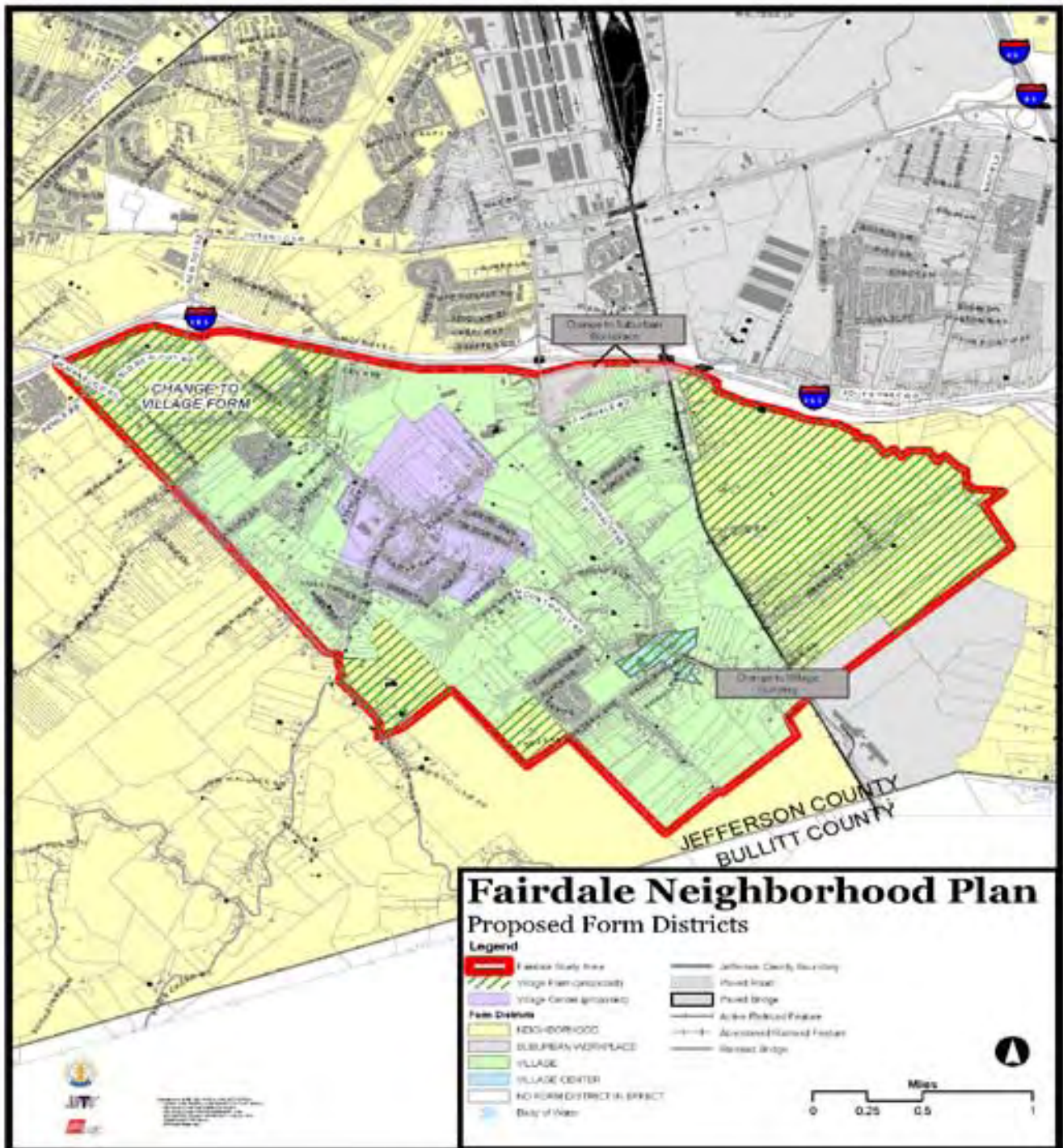
Fairdale is fortunate to have many of the features considered to be desirable in a village. The community has several schools including, among others; Fairdale Elementary and Fairdale High School. Nelson Hornbeck Park and the Fairdale Playtorium offer recreational facilities. The Fairdale Branch of the Louisville Public Library is located in the village center. Metro government has supported improvements to the community in recent years. These improvements include a continuing effort in constructing sidewalks connecting the schools and parks with the surrounding neighborhoods and the village center. However, on-street parking is not available in the area. Streets will have to be improved to new design standards in order to accommodate on-street parking and other features. Suggested street design standards are shown in the Appendix.

Form districts are a design layer of the Land Development Code. The zoning districts outline permitted land uses and certain site limitations, while the form districts address design elements such as building placement, landscape features, and other design elements.

The Fairdale area includes the **Neighborhood, Village Outlying, Village Center** and **Suburban Workplace Form Districts**. The Suburban Workplace Form District is limited to the southeast portion of the study area along South Park Road. This area is just north of the General Shale Products plant and offices. The site included in the study area is, however, zoned R-4 Single-Family Residential. The Form Districts have specific design standards outlined in the Louisville Metro Land Development Code.

The **Village Outlying and Village Center Form Districts** are forms typical of outlying communities in Jefferson County that developed







as scattered independent population centers prior to 1940. Villages typically have development patterns, particularly around village centers, which reflect pre-World War II design elements. These may include connected and narrow streets and walkways, compact centers with a variety of village serving uses, and designated sites for civic, historic and cultural buildings, surrounded by rural lot patterns and a greenbelt.

The *Neighborhood Form District* is typical of suburban development around major cities. The standards in this district are intended to promote development and redevelopment that is compatible with and enhances the unique site and community design elements of an individual neighborhood. NFD design standards are also intended to promote the establishment of activity centers at appropriate locations as established in the Cornerstone 2020 Comprehensive Plan. Activity centers should effectively integrate a mix of retail, institutional and other non-residential uses within neighborhoods that provide convenient service to residents while protecting the character of the neighborhood.

RECOMMENDATIONS

There are eight recommendations for modifications of the Form Districts within the study area. The Task Force, Planning and Design staff and the Consultant reviewed the land uses and other conditions in the study area and offer the following recommendations for change in the Form District Map for the study area. These recommendations are outlined on the following maps (Pages 11 & 12) and summarized in the Plan Implementations section of this plan (Item C.3).

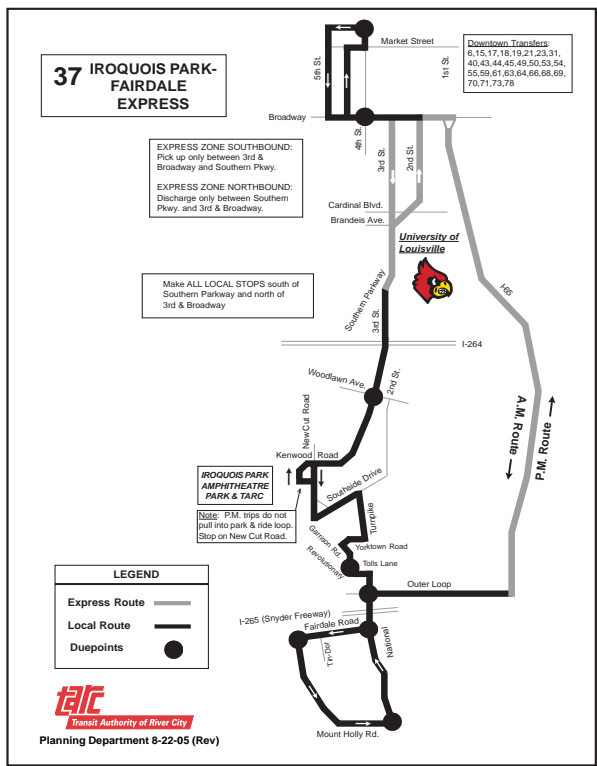
1. It is recommended that the **Village Center Form District** surrounding the intersections of Fairdale, Mt Holly, Mitchell Hill and West Manslick Roads be enlarged to encompass the true civic and commercial center of the Fairdale community (See Page 11). The Village Center is the focal point of the community and contains a diversity of uses that serve the community. Many land uses that are characteristic of a Village Center are located in this area and should be added to this district. The community serving uses within the village center include schools, the library, parks, the Playtorium, a district police station, the fire department, retail business, medical offices and the post office. There is undeveloped land in the area that may be suitable for expansion of the village center for additional residential or office development. The commercial area is suitable for redevelopment as the residential densities grow and demand for additional commercial services increases. Added residential development will further enhance the Village Center, encouraging businesses to expand and may draw additional businesses to the area (**Recommendation C.3**).

2. It is recommended that the **Village Center Form District**, located around the intersection of Mt Holly Road and National Turnpike be changed to the **Village Outlying Form District**. It is recommended that there be one central village center in the study area. Commercial uses in this area are limited and do not represent a true village center (C.3).

3. It is recommended that the **Neighborhood Form District** area located at the end of Dezer Court be changed to the **Village Form District**. This area is accessible only through the Village Form District and is surrounded by the Jefferson Forest on the southeast and southwest sides. The residential development along the street is similar to that within the Village Form District leading to this area (C.3).

4. It is recommended that the large **Neighborhood Form District** area at the northwest corner of the study area be changed to the **Village Outlying Form District**. This area is bordered by I-265 on the north and the Village Form District to the southeast and W. Manslick Road. These are logical boundaries and the area is developed similar to the balance of the study area. A small portion of this area currently developed with a warehouse distribution center will remain in the **Neighborhood Form District** (C.3).

5. The large **Neighborhood Form District** area east of the CSX Railroad is adjacent to the knobs west of I-65 is recommended to be changed to the **Village Outlying Form District**. This area is



The *Suburban Workplace Form District* is designed to reserve land for large scale industrial and employment uses in suburban locations. District standards are designed to ensure compatibility with adjacent form districts, to buffer heavy industrial uses from potentially incompatible uses, to ensure adequate access for employees, freight and products, to provide services and amenities for employees and to improve transit services.



more closely aligned with the Fairdale neighborhood because of the significant physical barriers created by I-265 and the knobs area along I-65. The southern boundary of this area is created by the Suburban Workplace Form District at the south end of the study area, adjacent to the General Shale & Brick industrial area. This area is occupied by village type residential areas as well as the South Park Country Club, a long standing community feature (C.3).

6. It is recommended that the **Neighborhood Form District** located near the intersection of Mitchell Hill Road and Holsclaw Hill Road be changed to the **Village Outlying Form District** as it is part of the Fairdale community. (C.3)

7. It is recommended that the area south of I-265 and east of National Turnpike where the warehouse / distribution center and auto parts business be changed from the **Village Outlying Form District** to the **Suburban Workplace Form District** to recognize the existing non-residential land uses and zoning classifications in this area. (C.3)

8. It is recommended that the area surrounding the Fairdale Road and South Park Road intersection and southward along the CSX Railroad be studied to analyze the inconsistencies in the land use, zoning and and form districts. The zoning and land uses in this area when considered with the existing mainline of the CSX Railroad should be considered in determining if the Village Outlying Form District is proper for this location. (C.7)